DOCUMENT RESUME

ED 310 773 IR 052 837

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TITLE Develop & Test Curriculum Materials for Library Service to Jail Populations. Final Report.
INSTITUTION Association of Specialized and Cooperative Library Agencies, Chicago, IL.
SPONS AGENCY Office of Libraries and Learning Technologies (ED), Washington, DC.
PUB DATE Sep 80
GRANT G007900365
NOTE 74p.; For the guide produced by this project, see IR 052 844.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *Cooperative Planning; Correctional Institutions; *Curriculum Development; *Library Material Selection; *Library Services; Material Development; *Prison Libraries; Program Evaluation; *User Needs (Information)

ABSTRACT

This project was designed to develop a curriculum guide that would: (1) provide basic information on joint planning of library services for jail populations by correctional and library personnel and inmates, inmate needs, service options, sample policies, budget, and coordination of services with existing library, jail, and community resources; (2) provide a strategy and worksheets for a step-by-step planning and decision-making process; (3) provide sample materials from jail library programs; and (4) provide examples of the variety of possible jail library programs. The project also included field testing of the curriculum guide by participants in an institute on library service to jail populations, written evaluations by users, and reports from practitioners on how they had used the manual. The introduction provides background information about the project and the compilation of the resulting guide. The next three sections report on the implementation of the project, including the people involved, the process used, issues addressed, and problems encountered; the results; and the development process. The evaluator's report by Peggy O'Donnell which follows the narrative report includes the project objectives and outcomes, evaluation methodology, the developmental process, the institute and the guide, major concerns about the guide contents, a follow-up evaluation, and conclusions and future recommendations. Eight appendices provide lists of the members of the Planning Committee, the Advisory Group, reviewers, and institute participants, as well as evaluation response sheets, the telephone interview form, and the table of contents for the guide. (SD)

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ED310773

Final Report

Project No. 475AH90043
Grant No. G007900365

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DEVELOP & TEST CURRICULUM MATERIALS FOR LIBRARY SERVICE TO JAIL POPULATIONS

September, 1980

U. S. DEPARTMENT OF EDUCATION

Office of Libraries and Learning Technologies

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Abstract

In response to a need for improved library service to jails and detention facilities, the Association of Specialized and Cooperative Library Agencies, a division of the American Library Association, carried out a project designed to produce a guide to planning and implementing jail library service. There was a companion project designed to present an institute on library service to jail populations.

The Jail Library: A Guide for Planning and Improving Services was written by Dimensions, a consulting group based in Austin, Texas. The process used to write the Guide involved the development and review of three drafts prior to the final draft. Each draft was reviewed by a variety of people in the fields of corrections and librarianship; nearly two hundred people were involved as reviewers and as resource people during the project.

The resulting document will be published by the American Library Association. It emphasizes the need for cooperative planning between librarians and correctional personnel and can be used as the basis for training activities or in self-instruction.

Final Report

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DEVELOP & TEST CURRICULUM MATERIALS FOR LIBRARY SERVICE TO JAIL POPULATIONS

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Chicago, Illinois

September, 1980

The activity which is the subject of this report was supported in whole or in part by the U. S. Department of Education, Office of Libraries and Learning Technologies. However, the opinions expressed herein do not necessarily reflect the position or policy of the U. S. Department of Education, and no official endorsement by the U. S. Department of Education should be inferred.

U. S. DEPARTMENT OF EDUCATION

Office of Libraries and Learning Technologies

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INTRODUCTION

Inmates in jails and detention facilities need a variety of community and library services to assist them during their jail sentence and to prepare them to cope with reentry into the community. Yet only about 10% receive any such services beyond religious and recreational ones, according to the 1977 Jail Survey published by CONtact, Inc.[1]

The organization and funding of jails create a unique correctional situation with a unique set of problems. Prisons are correctional facilities which house inmates with long-term sentences and are typically supported and operated by state and federal agencies.[2] In contrast, jails "...are typically under the jurisdiction of the county government. In most instances the local area has neither the necessary tax base from which to finance a jail adequately or sufficient size to justify even the most rudimentary correctional program. Local control inevitably means involvement with local politics. Jails are left in a paradoxical situation: localities cling tenaciously to them but are unwilling or unable to meet even minimal standards."[3]

In early data collected during 1976-77 for the Survey of Library Services In Local Correctional Institutions, only 515 public libraries reported providing any type of library service to 721 jails.[4] Moreover, many librarians and jail personnel do not fully understand the importance of jail library services and do not have the opportunity for adequate training to develop and implement effective and cooperative plans of service to meet inmate needs.

In 1976, these needs for better planning and implementation of jail library services led the Council of the American Library Association to pass a resolution recognizing the right of inmates in local institutions to receive library services from the local public library. The resolution charged the Health and Rehabilitative Library Services Division (now the Association of Specialized and Cooperative Library Agencies) with responsibility for designing a plan to assist public libraries in extending their services to local jails and detention facilities. The resolution reads as follows:

> *WHEREAS, most people, youth and adults alike, confined in local jails and detention facilities are without library and information services,*
>
> *WHEREAS, people confined in such facilities reside within the taxing district of the local public library or system,*
>
> *WHEREAS, public libraries and systems are responsible for providing library and information services to all persons living within their taxing areas,*
>
> *THEREFORE, BE IT RESOLVED THAT ALA encourage public libraries and systems to make a concerted effort to extend their services to residents of jails and detention facilities within their taxing areas, and*

THEREFORE, BE IT FURTHER RESOLVED THAT ALA, through the Health and Rehabilitative Services Division (HRLSD), with the cooperation of the Public Library Association (PLA), American Library Trustee Association (ALTA), and other interested divisions, design a plan to assist public libraries in extending their services to local jails and detention facilities.

Adopted by the Council of the American Library Association

January 21, 1976

To carry out this charge, the Association of Specialized and Cooperative Library Agencies/Library Service to Prisoners Section (ASCLA/LSPS) decided to develop a training program with accompanying training materials. Proposals for the project were written and submitted to the Library Training Program of the Higher Education Act, Title II-B (HEA II-B) for the training component and to the Research and Demonstration Program of HEA II-B for the materials development. In June, 1979, both projects were funded and initiated. The total budget for the training component was $70,000; for the materials development component, $41,000.

Co-sponsored by the National Jail Association, the American Correctional Association, the National Sheriffs Association, the Fortune Society, and the Texas Criminal Justice Center, the joint projects had the following purposes: to make staff in librarianship, corrections, and related fields more aware of the joint responsibility of both public libraries and local jails in meeting the library and information needs of inmates and jail personnel with today's evolving correctional philosophy; to increase support for public library involvement in jail programs; to improve the ability of librarians to plan and provide services in cooperation with jail managers and jail staff; to provide qualified trainers in the area of jail library service; to increase the number of jail inmates receiving library services; and to expand and improve the library services currently being offered in local jails.

The project "Curriculum Materials for Library Service to Jail Populations" was designed to achieve the following objectives, which reflect the changes in the proposal after negotiations with the U. S. Department of Education:

1.0. *A curriculum guide entitled Jail Library Services Planning and Implementation Guide will be developed with the following purposes:*

1.1. *To provide basic information on joint planning of library services by correctional and library personnel and inmates, inmate needs, service options, sample policies, budget, and coordination of services with existing library, jail and community resources.*

1.2. *To provide a strategy and worksheets for the planning and decision-making process, which can be followed in a step-by-step manner.*

1.3. To provide sample materials from jail library programs.

1.4. To provide examples of the variety of jail library programs that are possible.

2.0. By the end of the grant period, 100 copies of the curriculum guide, Jail Library Services Planning and Implementation Guide, will be field tested for evaluation and review purposes by participants of the National Institute on Library Service to Jail Populations, and an additional fifty (50) copies will be tested by interested practitioners who did not attend the National Institute.

3.0. 50% of those receiving copies of the guide will evaluate it in writing on the form provided within one month of receipt; within three months after receiving the guide, 50% of those with copies of the guide will indicate that they have used the manual to develop jail library service and will discuss how they have used the manual.

The original proposal described the product of the project in the following way:

1. Jail Library Services Planning and Implementation Guide, which will be used as the basis of the National Conference on Library Service to Jail Populations and of state follow-up workshops and which can also be used by local librarians and jail staffs who did not attend the conferences as a step-by-step guide for developing library service programs. Sections include:

   a. Systematic process with planning sheets for establishing and expanding jail library services: (1) assessing current service needs and library and community resources; (2) considering different service options; (3) arriving at service priorities set jointly by jail staff, library staff, and inmates; and (4) evaluating project impact periodically.

   b. Sample procedures, policies, forms, service contracts, budgets, staffing options from jail library programs.

   c. Case situation to serve as an example for using the planning techniques and worksheets in the manual.

   d. Models of various approaches to jail library services in different situations, with examples of what specific libraries are actually doing.

   e. Resource bibliographies: list of additional readings; lists of bibliographies of reading-viewing-listening materials geared to particular inmate needs and interests; basic recommended collections, including legal collections.

This manual will be developed on the basis of Continuing Library Education Network and Exchange (CLENE) guidelines for training materials that are being widely disseminated: Blanche Woolls and Brooke Sheldon. Developing Continuing Education Learning Materials. Washington, D.C.: CLENE, 1976.

The companion training project, "National Institute on Service to Jail Populations," had three primary objectives. Briefly stated they were:

1. To hold a three-day national institute on library service to jail populations in March, 1980.

2. To develop a Trainers' Guide for Planning and Conducting State and Regional Workshops to assist people who wish to do follow-up workshops on service to jails.

3. To present programs and have booths at the 1979 national conferences of the National Sheriffs Association and the National Jail Association.

Other products of the training project were to be (1) resource file of persons and groups who could serve as subject specialists and speakers at the national conference and for state and regional replication workshops and also as consultants or as sources of information for local public libraries and jails, and (2) articles describing the project and providing information about starting jail library service for publication in corrections and library professional journals.

References

1. CONtact, Inc. 1977 Jail Survey. Lincoln, NE: CONtact, Inc., 1978. 4 vols.

2. SEARCH Group, Inc. Dictionary of Criminal Justice Data Terminology. GPO, 1976. (Prepared for the U. S. Law Enforcement Assistance Administration.)

3. U. S. National Advisory Commission on Criminal Justice Standards and Goals. Corrections. GPO, 1973.

4. Survey of Library Service in Local Correctional Facilities. Compiled and edited by the Library Services to Prisoners Section. Association of Specialized and Cooperative Library Agencies, 1980.

PROJECT IMPLEMENTATION

PEOPLE

The network of people who helped in the development of The Jail Library: A Guide for Planning and Improving Services (the Guide) was one of the most significant aspects of the project. People formed an important component of the project because of the lack of written information on jail library service. Much of the material in the Guide is based on personal experience rather than on facts and data gathered from the literature. During the project year, three drafts of the Guide were reviewed by a variety of people to assure that the information was accurate.

Key groups included the Planning Committee, the staff of Dimensions, the Advisory Group, the evaluators, and the staff. In addition, there were a number of people who worked with the key groups as resource people and reviewers. In order to follow the process used in developing the Guide, one must know the players. For this reason, a brief summary describing each of the various groups is given first.

Planning Committee. The first task accomplished in the early stages of the project was the appointment of the Planning Committee, completed in May, 1979. This Committee was the official planning group charged with setting the overall direction of the "Improving Jail Library Service Project" and reviewing materials for both the Guide component and the companion project funded by the HEA II-B Training Program.

The Committee included representatives from the library community, as well as from the corrections field. There were five representatives from the co-sponsoring organizations, one ex-offender, seven librarians, three curriculum guide consultants, the staff of Dimensions, two project evaluators, and the project staff. (See Appendix A for the Planning Committee roster.)

Dimensions. Three women with backgrounds in adult basic education, materials development, training, and librarianship were the staff of an independent consulting group that wrote the Guide. The Dimensions staff worked closely throughout the project with the project staff, with the Planning Committee, and with the many resource people for the project.

Advisory Group. Additional expertise was needed to supplement the work of the Planning Committee. Also, there were many people who had been involved in the five years of work within the American Library Association that culminated with the funding of the "Improving Jail Library Service Project" who were important in the implementation of the project. These people were asked to serve as members of an informal advisory group. Their primary role in the development of the Guide was to supply information in specific areas and to review specific portions of the Guide dealing with their area of expertise. (See Appendix B for the roster of the Advisory Committee.)

Evaluators. Three different evaluators worked with the project. Dr. Brooke Sheldon, Acting Provost and Director of the School of Library Science at Texas Womans University, was the evaluator during the first month of the project. She resigned when she assumed the role of Acting Provost.

Dr. Muriel Howick, a faculty member of Northern Illinois University's Department of Library Science, replaced Dr. Sheldon. Howick was active in project activities from the October meeting of the Curriculum Guide Consultants until shortly after the National Institute on Library Service to Jail Populations. She participated in the January meeting of the Planning Committee, helped design the questionnaires to accompany the Working Draft of the Guide for the field testing/review, and attended the Institute to observe the reactions of the participants to the Working Draft.

Following the death of Dr. Howick, Peggy O'Donnell assumed the role of evaluator for the final stages of the project. O'Donnell is Director of a National Endowment for the Humanities Project being carried out by the American Library Association and is a well-known expert in continuing library education. She served as evaluator for the training component of the project and was familiar with the curriculum materials component as a member of the Planning Committee. She participated in the October, 1979 meeting at which the first draft of the Guide was reviewed and in both Planning Committee meetings. She also attended the National Institute.

Project Staff. A key person in the development of the Guide was the Project Director for the training component, Connie House. Her role was to act as a consultant in the curriculum materials component, reviewing material, providing information, and acting as liaison with the training component. House's expertise was an important asset to the project.

Resource People. During the course of the project, the staff of Dimensions contacted a number of people and organizations for assistance. Inmates and staff in various county correctional facilities contributed to the project during site visits by Dimensions in the following locations: Travis County, Austin, Texas; Bexar County, San Antonio, Texas; Dallas County, Dallas, Texas; and Harris County, Houston, Texas. They also made visits to the Texas Department of Corrections and to the Oklahoma Department of Corrections. They met with the Texas Sheriff's Association, the Adult Basic Education Commission, and the Southern States Correctional Association.

In working with literacy activities in jails, the Dimensions staff contacted Laubach Literacy, Inc., Literacy Volunteers of America, and Project READ, Inc. Other groups that assisted Dimensions included: the American Correctional Association, the American Association of Law Libraries, the Law Enforcement Act Administration (LEAA), the Texas Criminal Justice Division, the Washington Jailers Association, jail standards commissions at the national and state level, CONtact, Inc., the Fortune Society, West Publishing, the Tulsa City-County Jail Project, and Carkhuff Associates, a private research firm that has done studies of inmate needs. They corresponded with Wilbert Rideau, an inmate at the Louisiana State Penitentiary at Angola, who has received national attention as editor of The Angolite, the prison newsletter.

Consultants in institutional library services at many state library agencies were an invaluable resource throughout the project, as were members of the Library Service to Prisoners Section of ASCLA.

Reviewers. In the stringent review process used in the development of the Guide, many people agreed to review the various drafts. (See Appendix C for the list of people who reviewed the second draft; Appendix D for the list of people who reviewed the Working Draft.)

PROCESS

A brief chronological summary of the development of the Guide follows.

June - August, 1979. The initial meeting of the Planning Committee was held prior to the Annual Conference of the American Library Association on June 21 and 22, 1979, in Dallas, Texas. Topics covered included a description of the overall project, the target audience for the curriculum guide, a description of the intended approach and design of the Guide, development of an initial outline by the Dimensions staff, and presentation and discussion of this initial outline. The Planning Committee also identified potential resource people for the project. During the Annual Conference of ALA, the Dimensions staff talked with a number of librarians about the Guide.

On July 15, an outline of the Guide was distributed to the three curriculum guide consultants and to selected members of the Planning Committee for comment. While the outline was being reviewed, Dimensions did a literature search for information published between 1972 and 1979.

The first draft chapters were distributed to the curriculum guide consultants and selected members of the Planning Committee between August and October 21.

September - November, 1979. The highlight of the second quarter was the meeting in Chicago on October 18 and 19, 1979, to discuss the first draft of the guide. Participants included the three curriculum guide consultants, the Dimensions staff, evaluators for both the projects, the U. S. Department of Education Project Officer, and the project staff. Topics discussed during the meeting included: a review of the project objectives and purposes; an overview of the evaluation process; target audience; format/scope/approach of the Guide; review of the chapter drafts, and discussion of three specific content areas that the Dimensions staff wished to review (legal services and materials, staffing and staff development, and funding).

The second draft of the Guide was completed in late November.

December, 1979 - February, 1980. In early December, the second draft of the Guide was sent to five people not previously involved in the project for review and comment. (See Appendix C for the names.) The second draft was also sent to members of the project Advisory Group with expertise in specific areas,

and to all members of the Planning Committee. During the Planning Committee meetings on January 17 and 18, members spent approximately one-half day reviewing the Guide and discussing each chapter. Comments from all these groups were used as the basis for the revision that resulted in the third draft, referred to as the Working Draft.

The Project Evaluator (Howick) worked with the Project Director to develop a profile of the types of people who would review the Guide as part of the field testing and review. Using the proposed target audience for the Guide, a profile of the fifty outside reviewers was developed to provide a framework for the identification of the people needed. The group was to include library school faculty members and students, librarians working in public libraries and adult services (with a mix of experienced librarians and newer members of the profession), librarians currently providing jail library service (with a variety of delivery modes and jail sizes represented), correctional personnel, volunteers, and, if possible, people from related disciplines.

Based on the profiles developed, the Project Director contacted state library consultants and others for assistance in identifying the field test reviewers. The Project Director also contacted library school faculty members with experience and interest in the area of institutional services.

In preparation for the review of the Working Draft, the Project Evaluator designed formative evaluation questions for each chapter. Colored sheets listing appropriate questions were inserted in the Draft after each chapter. (See Appendix F

March - May, 1980. More than two hundred copies of the Working Draft were produced and distributed to participants in the Institute on Library Service to Jail Populations, as well as to the field reviewers. (See Appendix D.) for the list of field reviewers; Appendix E for the list of Institute participants.)

The Project Evaluator (Howick) and Project Director attended the Institute to observe the use of the Guide during the Institute. The Dimensions staff also attended, talking to both resource people and participants about the Guide.

During April, the responses from field reviewers were received. The Working Draft was sent to sixty-nine (69) field reviewers; forty-nine (49) responded.

Using the response from all the people involved in the final review, the Dimensions staff wrote the final draft. They submitted the document in the early summer.

HIGHLIGHTS - ISSUES AND DECISIONS

Throughout the process used to develop the final draft of the Guide, there were issues that surfaced that were important in shaping the final product. These issues came to light because of problems encountered by the staff of Dimensions or because of comments and reactions to the drafts. Decisions about the approach to these issues were reached only after consultation with resource people and other members of the key groups.

The first issue faced was whether the primary emphasis of the Guide would be self-instruction or use as the basis for training. The original proposal stated that the Guide would be used in both ways; however, there was some feeling that the design and style would be different, depending on the primary use for which it was intended. The decision was to emphasize self-instruction and to keep the use as training materials in mind as the Guide developed.

In the first Planning Committee meeting, many members questioned whether the same material could be used successfully by both librarians and jail staff. This was an issue that was debated for several months. The decision at the October meeting was to write the Guide for anyone acting in the role of librarian in the planning and implementation of jail library service - this meant that the target audience could include jail staff, volunteers, and inmates, as well as librarians.

The approach and style of the Guide evolved, with changes taking place primarily between the first and second draft. The decision was made in the October meeting to use Dorothy P. Craig's Hip Pocket Guide to Planning and Implementation (Austin: Learning Concepts, 1978) as a model. Changes in the Guide after the first draft reflected this decision, and most of the changes and alterations after that time were based on comments about specific topics rather than in the broad area of tone and style.

In the early stages, there was much discussion of the scope of the Guide. The Dimensions staff wrestled with the question of which topics to cover and which to delete throughout the process. Comments from reviewers at various stages played an important part in the decisions made about the information to be included in the final draft.

Topics of concern during the October meeting included the following:

* The question of the emphasis on pre-release information was a topic for discussion. Members of the group felt that the Guide should be designed so that survival skill information did not seem secondary to traditional library services and resources (books and periodicals). The group also discussed the fact that education information should receive some attention.

* The group participating in the October meeting agreed that various types of library service and programs should be described but that it was not possible to give detailed implementation information about the various options.

* The question of adult and juvenile facilities and their implications for the Guide were discussed. The group suggested that information about juvenile facilities could be incorporated throughout the Guide or could be an appendix with sources of information on service to various special populations.

* Participants asked the Dimensions staff to avoid a threatening tone and reinforcement of stereotypes.

Another problem that came to light during the development of the first draft was the size of the jail that would be the focus. Jails vary radically in size, and library service in these facilities differs also. The group at the October meeting felt that the emphasis in the Guide should be on medium to small jails, but that information about service in other size jails should be included.

In working on the first draft, the Dimensions staff found three areas most difficult: legal services, funding, and staffing. The latter two were not such a problem in succeeding drafts, but the authors of the Guide found that legal services continued to be the most difficult topic during all stages of the Guide's development.

In the final stages of work, issues were raised by the response from the field. The evaluation segment of this report focuses on the common themes that are found in the responses to the Working Draft.

The Dimensions staff identified four areas which they feel required key decisions in the entire process for them as authors. Legal services and the approach to use with that thorny issue remained a problem throughout all stages of the project. The decision to view library services in the broadest context - as the umbrella to all other services - was an important one to the authors. Their discussion and decisions about the worksheet format was a vital component in the development of the format. Finally, the decision to try to provide options for services for all size jails, in all settings, covering a broad range of communities and many levels of service were a highlight for the authors.

PROBLEMS

The authors of the Guide cited three areas that they found problematic in the process used:

* conflicting and contradictory responses from people in the field;

* the number of responses which they reviewed and responded to in the final stages of writing the document;

* the slow response from key people at the various stages.

The change in the design of the National Institute for Library Service to Jail Populations had an impact on the project. As originally conceived,

the Institute design was to be based on the Guide. The audience for the Institute was to be people with no previous experience in planning and implementing jail library service. The profiles of the applicants for the March Institute that emerged in early January indicated that participants would be primarily people with experience in providing library service to jails. The expressed needs of the participants led to a change in the design of the Institute.

The resulting design was not based on the Guide. However, participants received a copy of the Guide and some reading assignments during the Institute.

RESULTS

ALA Publishing Services is preparing Providing Jail Library Service: A Guide for Librarians and Jail Personnel for final publication. The project's long-term impact will be enhanced by a well-designed publication that is easily accessible to both librarians and correctional personnel through the American Library Association.

The communication and cooperation between the library profession and staff in corrections in the project should have an impact on the joint planning of jail library service. The project has encouraged this cooperation, and the publication of the Guide should help make it a continuing effort.

CONCLUSIONS

The evaluation of the project follows. The observations and conclusions in that section are more objective than the opinions that follow; however, there were some aspects of the project that should be noted.

The process was not one which focused on data collection, literature searches, and true research. It was a living process that focused on people involved in jail library service and in running the jails in our country. The early sections of this report note that the development of the Guide involved reviews of the material by many people - over two hundred. A document on jail library service could not have been developed any other way. One key to the success of the project was the enthusiasm and commitment of the many people involved. Verbal and written comments throughout the process reflect the enthusiasm that people felt about the project and the need for information on jail library service. The cooperation of all these people - and their enthusiasm was an important part of the project's success.

The fact that the Guide was not used as the basis for the design of the Institute was not crucial in the development of the book. Its long-term impact will be much greater than the immediate use as the basis for a single activity. A well-designed Guide will be used in other training activities, in library education, and by individuals.

The support of the co-sponsors of the project from the corrections field, as well as the support from ASCLA members and from ALA members and staff were an important element in the success of the project, once again reflecting the fact that this project was very much a team effort.

The Jail Library:
A Guide for Planning and Improving Services

Evaluation

Introduction

Initial efforts at evaluation were handled by Dr. Muriel Howick. Due to her untimely death, the present evaluator was asked to complete the work in August 1980. Unfortunately since there was no opportunity for exchange between the two evaluators, it is possible that some data was missed. It is known that Dr. Howick spoke informally with the participants of the Huntsville Institute but there is no record of these conversations.

However, there is a great deal of data preserved through the hundreds of reviewer forms and letters from consultants and resource people sent to the Dimensions staff throughout the project. These have been an invaluable source for evaluating the development of the final product.

In addition, since the present evaluator also served as the evaluator for the National Training Institute, she was present at all the meetings held with the Dimensions staff and the project consultants. She also served as an informal reviewer of the several drafts of the Jail Guide.

The Project Objectives and Outcomes

As outlined in the proposal, the objectives were:

1.0 A curriculum guide entitled Jail Library Services Planning and Implementation Guide will be developed with the following purposes:

1.1 To provide basic information on joint planning of library services by correctional and library personnel and inmates, inmate needs, service options, sample policies, budget, and coordination of services with existing library, jail and community resources.

1.2 To provide a strategy and worksheets for the planning and decision-making process, which can be followed in a step-by-step manner.

1.3 To provide sample materials from jail library programs.

1.4 To provide examples of the variety of jail library programs that are possible.

In the opinion of the evaluator this objective was satisfactorily met. The Guide covers all the information described above in good detail. There are a number of excellent worksheets and the contents are arranged in such a way that a user does have a well organized plan for implementation. The manual is illustrated with examples of existing jail library programs and sample materials are included.

2.0 By the end of the grant period, 100 copies of the curriculum guide, Jail Library Services Planning and Implementation Guide, will be field tested for evaluation and review purposes by participants of the National Institute on Library Service to Jail Populations, and an additional fifty (50) copies will be tested by interested practitioners who did not attend the National Institute.

This objective was not completely met in terms of the number of reviewers. As this report explains, because of a redesign of the training institute, participants did not actually use the Guide during training. However, as the followup phone interviews showed (see Appendix G), 41% of the Institute participants were contacted by phone six months later. In most cases, the participants were able to comment on the high quality of the Guide, though only a small percent (4%) had actually used it on the job. The second group of reviewers did send in response sheets. It should be noted that the Guide was really not field tested (e.g. used to establish a service), but rather reviewed. Due to the high level of expertise on the part of the last group of reviewers, the lack of a true field test does not lessen the quality of the final product.

3.0 50% of those receiving copies of the guide will evaluate it in writing on the form provided within one month of receipt; within three months after receiving the guide, 50% of those with copies of the guide will indicate that they have used the manual to develop jail library service and will discuss how they have used the manual.

As explained above, this objective was not completely met. Though 41% of the people receiving the guide were contacted, most of these had already established a jail service. If more data is wanted on implementation of service based on the guide, a questionnaire could be placed inside the final published work to be returned to ALA/ASCLA that could gather this information.

Evaluation Methodology

This project was evaluated by several methods. Both evaluators worked closely with the staff and consultants.

Dr. Howick developed the chapter review forms used to evaluate the working drafts (see Appendix F). She worked with the project director to select the field reviewers. This group was selected from a wide range of librarians, including state agency consultants and library educators, with a number of representatives from the correctional field. The project director contacted many reviewers personally to ensure they understood the importance of the review process. The high level of response is probably due to this personal contact.

The present evaluator used the following techniques to prepare this report: review of all documents including the proposal and reports of all meetings; personal observation at the meetings with the project staff and consultants; an in-depth review of all reviewers' comments and reaction forms; and a phone survey of selected participants at the national institute. The single most important source of data for this report was the reviewers' comments prepared at each level of the guide's development. Since this input was sought several times throughout the project, it provided an excellent source of evaluative data--both of the final product and the creative process.

The Developmental Process

This is an interesting project to review because it provides an opportunity to follow the development of a guide for a special service that was created by committee, reviewed several times by librarians and correctional personnel all over the country and which drew its basic contents from the experiences of these same groups. Therefore, the material is not based on a planned research and demonstration in an isolated situation, but rather on the culling of many people's experiences with library service to jails.

As originally designed, the production of the guide called for initial information on general scope of the work to be gathered at the first meeting of the planning committee in Dallas, June 1979. The Dimensions staff molded the initial input and sent it out to selected reviewers, incorporated their suggestions in a partial text (4 chapters) which was further reviewed in the field and then discussed at a two day meeting of staff, consultants and evaluators. At this meeting, the more serious questions of scope, tone, audience were discussed and guidelines established for subsequent drafts. There were two subsequent drafts of the full manual, and a final draft which will be the published document. All drafts were reviewed

by people in the field and throughout the project duration close to 100 people read and commented on the document in its various stages.

In the evaluator's view, this was an extremely effective methodology in terms of the final product. It was, of course, extremely time consuming but due to the willingness of the field reviewers to read carefully and respond with concrete suggestions, and the willingness of the Dimensions staff to incorporate most of the suggestions, it had the hoped for outcome. There is obviously (as revealed in their letters) a high level of commitment among practitioners of library service to jails, and this was a significant factor in the process. Attempts to duplicate this methodology successfully would depend on several factors which are outlined at the end of this report.

The Institute and the Guide

As originally planned in both of the Jail projects (Training and the Guide), the manual was to have been incorporated into the training content of the institute so that in effect there could be some testing of the various components by the 100 participants (some of whom had considerable experience in library service to jails) by actual use of the guide. In addition, the numerous resource people would also have had some chance to react to portions that touched on their areas of expertise.

The Dimensions staff and the ASCLA office distributed copies of the working draft to the institute participants. However, due to a restructuring of the training, there was really no time for any kind of review or reaction to the guide during the three days at Huntsville. However, representatives from Dimensions attended and held some informal discussions with attendees. It is unfortunate this opportunity was lost but since the working draft was sent to over 50 field reviewers at all levels of library and corrections work, there was an adequate source of critical comment. In addition, a post survey of 41% of the participants was done in September of 1980 (see page 19). Originally, it was anticipated that the guide would provide assistance to institute participants in the sessions devoted to planning for services in their communities. Since the guide was not used, there is no way to assess how helpful the guide would have been to the institute participants who had no previous experience in designing this type of service.

Major Concerns in Relationship to Guide Content

A careful survey of field reviewers' responses to the several drafts reveals that there were some major areas of concern expressed throughout the process. Some of these were discussed during the October meeting. These areas have been surveyed by the evaluator, not so much in relation to the final outcome, but rather as an assessment of how the process worked. Overall the reviews from the field were constructive with praise high for the final product.

Some problem areas were identified early in the project. With very few exceptions, subsequent revision of the manual showed that the Dimensions staff acknowledged problem areas and, in most cases, the controversial topics were satisfactorily resolved.

The initial round of comments dealt with the overall tone of the manual and the subject of audience - Was it for librarians only? If so, what exactly was meant by a librarian? There was also concern that the reality of jails was not expressed and that there was not enough information on what on outsider faces when working inside. It was a thin line between scaring people away from jail service and the tendency to make it too easy.

Later drafts brought suggestions for handling the section on legal materials and for dealing with censorship in jails. Two other areas discussed were the chapter on community support - reviewers felt not enough was said about community opposition to anything that might be considered as "coddling these criminals." The area on service options brought several warnings not to compete with existing agencies (such as educational departments) and some questions on whether all those options were really the responsibility of the library.

In the above examples, the reworking of the drafts incorporated the reviewers' comments. Two other areas that were hotly contested (volunteers and donations) were handled differently. Because there was so much criticism of the use of volunteers in jails without a great deal of preparation and training, the topic was dropped in the final draft. On the other hand, though many people complained about donations, the authors realized that almost all services of this type have to cope with gifts and donations. The authors explained why donations could be a problem but acknowledged they were a reality with which the librarian must deal.

Perhaps the only area that was not dealt with as effectively as it might have been was the chapter on evaluation. Though several reviewers commented on the need to expand on this topic, the material was not substantially changed. Aside from this, the authors were extremely responsive to the reviewers.

A question might be raised on the number of reviewers. The large number of responses meant there was a great deal of data to incorporate, but it seems the very volume of material added weight to the suggested changes. It was useful to have the opinions of a wide variety of people. This is especially true since the manual was not actually field tested.

It must also be noted that this process can be held up at every stage by delayed responses from the field. This can be very frustrating for the project staff. While this method of reviewing is effective, it is important that reviewers be willing to meet deadlines. The project director tried to alleviate the problem through personal contact with some success. In reality, late responses seem to be inevitable and this is one of the weaknesses in this type of process.

Follow up Evaluation

Since there was not time to field test the manual with potential users (librarians and correctional personnel), a phone sampling of the participants at the Huntsville Institute was made in September 1980 to determine how this group of people had reacted to the working draft they received at Huntsville. Though the manual was not an official part of the institute training, it was available for reference. This group was chosen for the survey because it was known they were actively involved in providing or developing services.

Phone calls were made to 54 of the 101 participants. The interviewer found that 10 people were no longer working in jail-related libraries, and that 3 libraries had been closed due to budget cuts. Therefore, almost 25% of the sample were no longer providing this type of service. Of the 41 people (30 in library related positions and 11 in the correctional field), only 4 had actually used the guide to implement a jail library program. All of the people contacted said it was an excellent manual for beginners because of its well-organized step-by-step approach. They also commented that there had been no time to use the Guide at the institute because they were too busy. They did review it when they returned to their jobs and, in most cases, the guide had been shared with other staff members.

Since most of the people contacted already had established jail service, they had not actually used the guide. The experienced respondents' comments were very positive and can be summed up in this comment, "I wish it had been available when I started out."

Several people planned to use the guide to plan future workshops or to train new staff. Five people had not yet implemented service but hoped to be able to in the future. They were using the guide

as a reference in anticipation of a jail library service.

Of the four people who actually were using the guide, one had used it to prepare inmate needs assessment, two were using it to establish guidelines for jail library service and one was using it to design a total program of service.

Overall, the phone survey revealed a high level of satisfaction with the guide and indications that the manual would be more widely used by the people in this sampling in the future.

Conclusion and Future Recommendations

It has already been noted the production of the guide was not the result of true research but was rather a coordinated effort to capture a wide spectrum of human experience and incorporate it into a workable manual that others could use to implement a similar service without prior experience. Based on a close review of the process through the many reaction sheets, and the comments from users on the final draft, the results confirm the value of this process.

It is recommended that this might be used as a model for similar activities if the following conditions exist:

1. The service is not documented in the literature and little training is available so that practitioners have had to design the service as it develops.

2. A large number of identified practitioners exist, able and willing to give time to what is a very long and time-consuming process (such as ASCLA-Library Service to Prisoners section).

3. A strong spirit of cooperation can be built among the writers, staff and resource people willing to follow the steps outlined in this process.

4. There is a high level of tolerance for the lack of hard data, and the realization that this methodology will lead to some contradictory responses from the field. The project staff would need the ability to weigh all factors and produce a balanced view of the various components of the service.

5. Finally, if this process is used again a definite time period should be built in to field test the resulting product. Though, in the evaluator's opinion a very satisfactory document has been produced without the field test,

there is no hard data to show how effective this guide will be in practice. Future efforts of this type should include this component.

In relation to the guide itself, it is recommended that the document be promoted widely and that further efforts be made to determine how useful the manual is through the existing ALA/ASCLA committees. The guide has great potential and can be used by individuals, in training new staff and as the basis for workshops. It could also be incorporated into formal library education programs.

APPENDIX A

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American Correctional Association
National Jail Association
National Sheriffs' Association
Fortune Society
Texas Criminal Justice Center
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APPENDIX F

RESPONSE SHEETS

WORKING DRAFT

Formative Evaluation Questions

1. Does Chapter One give you an overview of what to expect from this guide?

2. Comments:

Chapter 2 RATIONALE FOR LIBRARY SERVICES IN JAILS

Formative Evaluation Questions

1. Does this chapter help you develop your personal rationale for jail library service? Would the rationale serve you well in answering a request for possible jail service?

2. Are the specific examples of successful programs adequate to help you develop this rationale for jail library service?

3. Do you find it helpful to have the Library Standards for Jails and Detention Facilities incorporated as an appendix to this guide?

4. Comments:

Chapter 3 THE JAIL LIBRARIAN

Formative Evaluation Questions

1. Did this chapter identify problems of a jail librarian of which you were not aware?

2. Comments:

Formative Evaluation Questions

1. Were the steps outlined to help program planning and implementation explicit enough?

2. Did the worksheets give enough specifics?

3. Comments:

Chapter 5 ASSESSING NEEDS

Formative Evaluation Questions

1. Do you understand the purpose of this chapter, why a needs assessment is recommended?

2. Is the instruction clear and specific concerning:

   the kind of information sought?

   how to write the questions?

   how to use the information the examples provided?

3. Comments:

Formative Evaluation Questions

1. Does this chapter clearly present different aspects of delivery systems?

2. Do you feel added confidence in your planning ability?

3. Do you think the section on record keeping belongs in this chapter?

4. Comments:

Chapter 7 MATERIALS SELECTION

Formative Evaluation Questions

1. Does this chapter provide you with an adequate variety of types of materials?

2. Are the problems associated with these formats in the context of jail service clearly specified?

3. Do you understand the problem of selecting materials within a framework of security demands?

4. Is there a clear standard for the legal collection for the jail library?

5. Are the selection aids, or sources of materials adequate so you would feel comfortable choosing materials for your particular needs?

6. Is the section on organizing materials complete enough to enable you to make a sensible start that can be logically expanded?

7. Comments:

Formative Evaluation Questions

1. Are the various options specific enough for you to implement without further information?

2. Are the worksheets on writing service objectives helpful in defining your priorities of service?

3. Comments

Formative Evaluation Questions

1. Do you understand from this chapter why community involvement is necessary?

2. Are the suggestions and worksheets practical aids in helping you achieve a broad base of community support?

3. Comments:

Chapter 10 FUNDING FOR JAIL LIBRARY SERVICE

Formative Evaluation Questions

1. Are funding sources identified?

2. Would you feel able to carry out the necessary steps to gain funding from the sources mentioned?

3. Comments:

Formative Evaluation Questions

1. Are adequate evaluative questions provided to help you write an evaluation?

2. Is the purpose or need for an evaluation of your program specified?

3. Are you clear as to who will see the evaluation?

4. Comments:

APPENDIX G

TELEPHONE QUESTIONNAIRE

THE JAIL LIBRARY: A GUIDE FOR PLANNING & IMPLEMENTING SERVICE

Name:_____

Institution:_____

Telephone Number:_____

#1) Did you refer to the Guide at the Institute on Jail Library Service in Huntsville, Texas, March 9-12?

YES_____ NO_____

#2) Have you referred to the Guide since you returned home from Huntsville?

YES_____ NO_____

#3) Have you used this material in any of the following ways:

A. Shared with others_____

* with library and/or jail personnel?_____

* with jail or library administrators?_____

B. Have you used the Guide to assist you in carrying out specific activities?

Please explain:

#4) Would you be willing to be interviewed in-depth by Peggy O'Donnell?

YES_____ NO_____ If yes, what is the best time to call?_____

Interview will probably take place the week of September 15.

Other comments by person or by interviewer:

APPENDIX H

The Jail Library: A Guide for Planning & Implementing Service

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Appendices

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Appendix B. ALA/ACA National Standards

Appendix C. A Sample Materials Selection Policy

Appendix D. Sample Policy Statement

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